

Section 4.1

Land Use

This section discusses land use in the study area. It provides an update on current land use in the study area, as well as information on local land use plans that have been updated since publication of the Final EIS. Supplemental information on regional land use planning studies is also provided. The environmental consequences associated with both the No-Build and build alternatives have been updated to reflect changes in current land use and local land use plans.

4.1.1 Approach and Methodology

4.1.1.1 Changes since June 2000 Final EIS

To update the affected environment and environmental consequences information associated with land use in the study area, Sections 3.1 and 4.1 of the Final EIS were reviewed to determine what changes had taken place since publication of the Final EIS. The southern, western, and eastern boundaries of the study area for this section are described in Section 4.0.1, *Study Area*. However, to evaluate potential growth impacts beyond the North Corridor, the northern boundary of the study area for this section was extended to southern Weber County, up to and including the City of Ogden.¹

The following documents, many of which were referenced in the Final EIS, were reviewed for this analysis.

- *Salt Lake City Downtown Plan* (Salt Lake City 1995).
- *Salt Lake City Transportation Master Plan* (Salt Lake City 1996).
- *Salt Lake City Transportation Action Plan Update* (Salt Lake City 2000).
- *Salt Lake City Visionary Gateway Plan* (Salt Lake City 1994a).
- *Gateway Specific Plan, Draft* (Salt Lake City 1998a).
- *Gateway Development Master Plan* (Salt Lake City 1998b).

¹ The study area boundary for the Land Use section was extended to the north to evaluate potential growth impacts in southern Weber County and the City of Ogden. Much of the land use south of the study area is currently developed or is planned for development, and it was therefore concluded that areas south of the study area would experience full build-out, with or without construction of the proposed action. As a result, this section does not evaluate growth impacts south of the study area.

- *Beck Street Gateway Vision Plan* (Salt Lake City 1994b).
- *Northwest Jordan River/Airport Master Plan* (Salt Lake City 1992).
- North Salt Lake Land Use Development and Management Act (City of North Salt Lake 2001).
- *Woods Cross City General Plan* (Woods Cross City 2003).
- *West Bountiful City Master Plan, 1990–2010* (City of West Bountiful 1992).
- *City of West Bountiful General Plan, Draft Transportation Element* (City of West Bountiful 1997a).
- *Planning District #6 Plan* (City of West Bountiful 1997b).
- *General Plan for Centerville City, Utah* (Centerville City 1996).
- *Comprehensive General Plan, Farmington, Utah* (Farmington City 1993).
- *Farmington City Master Transportation Plan* (Farmington City 1998).
- *Envision Utah Quality Growth Strategy and Technical Review* (Envision Utah 2000).
- *Davis County Shorelands Comprehensive Land Use Plan* (Davis County Council of Governments 2001).
- *Inter-Regional Corridor Alternatives Analysis* (Carter Burgess 2002).

A series of meetings was held with representatives from each of the jurisdictions in the study area—North Salt Lake City, Woods Cross, West Bountiful, Centerville, Farmington, and Davis County—to discuss topics pertaining to the Supplemental EIS, including current land use, updates to local plans that had occurred since publication of the Final EIS, and potential use of the lands associated with the proposed action and Legacy Nature Preserve if the proposed action is not constructed. The meetings were held in July and September 2003. Table 4.1-1 provides information on the dates and attendees of these meetings. Minutes from these meetings were reviewed for this analysis (HDR Engineering 2003, 2004c).

As described in Chapter 2 (Section 2.3, *Integration of Legacy Parkway with Mass Transit*), a planning meeting with Community Planning and Information Committee (CPIC) representatives was also held to identify land use changes that would represent the highest level of transit-oriented land use that the local jurisdictions, community members, property owners, and future real estate market could support. The intent of the planning session was to gather information on aggressive, but achievable, transit-supportive land use changes that could be used for the analysis.

4.1.1.2 Changes since Draft Supplemental EIS

Changes have been made to the land use section since the Draft Supplemental EIS was published in December 2004. Those changes were made for the following reasons.

- UDOT held additional meetings with city and county planning staff in October, November, and December 2004 to discuss topics pertaining to the Supplemental EIS, including current land use, updates to local plans, and potential use of land associated with the proposed action and the Legacy

Nature Preserve if the proposed action is not constructed. The meeting dates and attendees are shown in Table 4.1-1.

- Five new residential subdivisions have been platted since publication of the Draft Supplemental EIS. The impacts discussion has been modified to discuss how each of these subdivisions would be affected by the proposed build alternatives.
- Information for several subdivisions that were included in the Draft Supplemental EIS has been updated (e.g., the number of units in the subdivision and subdivision features).
- A discussion of the potential land use effects associated with the Utah Transit Authority's Weber County to Salt Lake City Commuter Rail Project, which is a component of the shared solution, has been added.
- Table 4.1-3 has been modified to include population, household, and employment totals. In addition, the percentage rounding was adjusted.

Table 4.1-1 Public and Agency Coordination Meetings

Jurisdiction	Meeting Dates	Attendees
West Bountiful	July 10, 2003	Wendell Wild, City Manager, City of West Bountiful Bill Flanders, Engineer & Supervisor, City of West Bountiful Bethany Shingleton, HDR Engineering Terry Warner, HDR Engineering Bryan Adams, UDOT
	September 16, 2003	Bill Flanders, Engineer & Supervisor, City of West Bountiful Mike Connors, HDR Engineering Terry Warner, HDR Engineering
	October 25, 2004	Wendell Wild, City Manager, City of West Bountiful Bill Flanders, Engineer & Supervisor, City of West Bountiful Dick Gorton, HDR Engineering Jeff Scarborough, Land Architects
	November 23, 2004	Bill Flanders, Engineer & Supervisor, City of West Bountiful Greg Klobberdanz, Land Architects Jeff Scarborough, Land Architects
	December 3, 2004	Bill Flanders, Engineer & Supervisor, City of West Bountiful Greg Klobberdanz, Land Architects Jeff Scarborough, Land Architects
Farmington	July 8, 2003	David Peterson, City Planner, Farmington City Max Forbush, City Manager, Farmington City Bethany Shingleton, HDR Engineering Terry Warner, HDR Engineering

Jurisdiction	Meeting Dates	Attendees
	September 16, 2003	David Peterson, City Planner, Farmington City Bethany Shingleton, HDR Engineering Mike Connors, HDR Engineering
	October 25, 2004	David Peterson, City Planner, Farmington City Dick Gorton, HDR Engineering Jeff Scarborough, Land Architects
	November 24, 2004	David Peterson, City Planner, Farmington City Greg Klobberdanz, Land Architects Jeff Scarborough, Land Architects
	December 3, 2004	David Peterson, City Planner, Farmington City Greg Klobberdanz, Land Architects Jeff Scarborough, Land Architects
Centerville	July 8, 2003	Randy Randall, Director of Public Works, Centerville City Fred Campbell, Engineer, Centerville City Aric Jensen, Community Development Director, Centerville City Bethany Shingleton, HDR Engineering Terry Warner, HDR Engineering
	September 15, 2003	Aric Jensen, Community Development Director, Centerville City Fred Campbell, Engineer, Centerville City Bethany Shingleton, HDR Engineering Mike Connors, HDR Engineering
	October 25, 2004	Cory Snyder, Community Development Director, Centerville City Fred Campbell, Engineer, Centerville City Dick Gorton, HDR Engineering Jeff Scarborough, Land Architects
	November 23, 2004	Cory Snyder, Community Development Director, Centerville City Greg Klobberdanz, Land Architects Jeff Scarborough, Land Architects
Woods Cross	July 10, 2003	Gary Uresk, City Administrator, Woods Cross City Tim Stephens, Community Development Director, Woods Cross City Bethany Shingleton, HDR Engineering Terry Warner, HDR Engineering Bryan Adams, UDOT
	September 15, 2003	Gary Uresk, City Administrator, Woods Cross City Bethany Shingleton, HDR Engineering

Jurisdiction	Meeting Dates	Attendees
	October 26, 2004	Mike Connors, HDR Engineering Gary Uresk, City Administrator, Woods Cross City Wilf Sommerkorn, Director of Economic Development, Davis County Dick Gorton, HDR Engineering Jeff Scarborough, Land Architects
	November 23, 2004	Tim Stephens, Community Development Director, City of Woods Cross Greg Kloberdanz, Land Architects Jeff Scarborough, Land Architects
	December 3, 2004	Tim Stephens, Community Development Director, City of Woods Cross Greg Kloberdanz, Land Architects Jeff Scarborough, Land Architects
	December 8, 2004	Scott Anderson, Public Works Director, City of Woods Cross Lee Commack, JUB Engineering Greg Kloberdanz, Land Architects
Davis County	July 11, 2003	Barry Burton, Assistant Director, Community & Economic Development, Davis County Bethany Shingleton, HDR Engineering Terry Warner, HDR Engineering
	September 16, 2003	Barry Burton, Assistant Director, Community & Economic Development, Davis County Terry Warner, HDR Engineering Mike Connors, HDR Engineering
	November 24, 2004	Barry Burton, Assistant Director, Community & Economic Development, Davis County Paul Allred, Planner, Davis County Greg Kloberdanz, Land Architects Jeff Scarborough, Land Architects
	December 3, 2004	Barry Burton, Assistant Director, Community & Economic Development, Davis County Paul Allred, Planner, Davis County Greg Kloberdanz, Land Architects Jeff Scarborough, Land Architects
	December 7, 2004	Barry Burton, Assistant Director, Community & Economic Development, Davis County Greg Kloberdanz, Land Architects Jeff Scarborough, Land Architects

Jurisdiction	Meeting Dates	Attendees
North Salt Lake	July 15, 2003	Mayor Kay Briggs, City of North Salt Lake
		Rod Wood, Public Works Director, City of North Salt Lake
		Paul Otteson, City Engineer, City of North Salt Lake
		Collin Wood, City Engineer, City of North Salt Lake
		Bethany Shingleton, HDR Engineering
		Terry Warner, HDR Engineering
	September 15, 2003	Paul Otteson, City Engineer, City of North Salt Lake
		Rod Wood, Public Works Director, City of North Salt Lake
		Bethany Shingleton, HDR Engineering
		Mike Connors, HDR Engineering
	October 26, 2004	Rod Wood, Public Works Director, City of North Salt Lake
		Paul Otteson, City Engineer, City of North Salt Lake
		Dick Gorton, HDR Engineering
		Jeff Scarborough, Land Architects
	November 22, 2004	Paul Otteson, City Engineer, City of North Salt Lake
		Greg Klobberdanz, Land Architects
		Jeff Scarborough, Land Architects
	December 3, 2004	Paul Otteson, City Engineer, City of North Salt Lake
		Rod Wood, Public Works Director, City of North Salt Lake
		Jeff Scarborough, Land Architects
		Greg Klobberdanz, Land Architects
	December 8, 2004	Paul Otteson, City Engineer, City of North Salt Lake
		Greg Klobberdanz, Land Architects

4.1.2 Affected Environment

4.1.2.1 Current Land Use and Development Trends in the Study Area

This section describes land use changes that have occurred since publication of the Final EIS, including development and changes in planned land use that have occurred since 1999. As illustrated in Figure 4.1-1, which updates Figure 3-1 in the Final EIS, much of the study area is now either planned for development or is already developed. Section 4.1 of the Final EIS stated that up to 283 ha (700 ac) of low-intensity land uses (i.e., agricultural, grazing, idle) were being converted to urban uses each year in Davis County; planned development in the study area has occurred as disclosed in the Final EIS. The WFRC population growth projections for 2020 have been revised slightly downward (from 1,941,000 to 1,918,000) since publication of the Final EIS; however, according to Davis County planners, the development trends disclosed in the Final EIS are still accurate, with approximately 243 ha (600 ac) per

year being converted to residential development and 40 ha (100 ac) per year being converted to non-residential development (Sommerkorn pers. comm.[a]).

Table 4.1-2 illustrates that the number of construction permits for new residential units issued per year in Davis County increased overall between 1998 and 2002, despite slight decreases in 1999 and 2000. This increase indicates that projected development in the study area has continued to occur since publication of the Final EIS. These economic indicators further illustrate that, although the WFRC population projections for 2020 have been revised downward slightly, the pace of growth in Davis County has kept up with the rate anticipated in the Final EIS.

Table 4.1-2 Economic Indicators for Davis County, 1998–2002

Construction Permits Authorized	1998	1999	2000	2001	2002
New Dwelling Units (number)	2,363	2,294	1,832	2,571	2,564
Value of Total Construction (thousands of dollars)*	375,022	341,336	321,401	390,724	430,955

Notes:

* Represents value of new residential and non-residential construction.

Sources: University of Utah, Bureau of Economic and Business Research, 2004.

Notable development in the study area since publication of the Final EIS is described below. There has been no change in development or planned land use since publication of the Final EIS for the portions of Salt Lake County, Salt Lake City, Davis County (unincorporated), and Centerville located in the study area. Development in these jurisdictions has proceeded as anticipated in the Final EIS.

North Salt Lake

In North Salt Lake, a new housing development, the Foxboro development, is currently being built west of Redwood Road between Center Street and 900 North. This 110-ha (272-ac) mixed-use development, which was platted in 2003, includes homes, parks, commercial zoning along Redwood Road, a planned elementary school, and a church. A total of 1,250 residential units are planned, including about 240 low-to moderate-income housing units and 12 Department of Housing and Urban Development- (HUD-) supported transitional housing units.

Woods Cross

Woods Cross is also experiencing considerable residential growth in the western part of their jurisdiction. According to Woods Cross planners, many of the currently vacant and undeveloped parcels west of Redwood Road (Figure 4.1-1) will likely be rezoned for residential, recreation, and commercial land uses (HDR Engineering 2003). Two new planned unit developments are also being constructed in Woods Cross. Valentine Estates, located at 2100 S. Redwood Road just east of the Alternative E right-of-way, will include 93 single-family homes and 182 multifamily units. Mountain View Estates, located at 1500 S. Redwood Road just east of the Alternative E right-of-way, will include approximately 175 single-family homes.

West Bountiful

Construction has begun on three new developments in West Bountiful since publication of the draft Supplemental EIS. Birnam Woods, located near 2200 North and 800 West, will include 110 single-family

homes in a residential subdivision. Olsen Farms is located near 1600 North, 1000 West and includes plans for 11 single-family homes. Miller Meadows, located north of Glovers Lane near 650 West and 700 South in Farmington, includes plans for 107 single-family homes.

Farmington

Farmington Ranches, a planned unit development located west of the Davis County Fairgrounds at 1525 W. Clark Lane in Farmington, includes 540 planned single-family homes on large lots, a new elementary school, and a proposed church. In addition, rural residential and single-family residential growth is continuing south of Farmington Ranches, south of Shepard Lane, and north of Glovers Lane (HDR Engineering 2003).

4.1.2.2 Local Land Use Plans

There have been no changes or updates to the following land use plans since publication of the Final EIS.

- *Salt Lake City Downtown Plan* (Salt Lake City 1995).
- *Salt Lake City Transportation Master Plan* (Salt Lake City 1996).
- *Salt Lake City Visionary Gateway Plan* (Salt Lake City 1994a).
- *Gateway Specific Plan, Draft* (Salt Lake City 1998a).
- *Gateway Development Master Plan* (Salt Lake City 1998b).
- *Beck Street Gateway Vision Plan* (Salt Lake City 1994b).
- *Northwest Jordan River/Airport Master Plan* (Salt Lake City 1992).
- *General Plan for Centerville City* (Centerville City 1996).
- *West Bountiful City Master Plan 1990–2010* (City of West Bountiful 1992).
- *West Bountiful City General Plan, Draft Transportation Element* (City of West Bountiful 1997a).
- *West Bountiful City Planning District No. 6 Plan* (City of West Bountiful 1997b).
- *Comprehensive General Plan, Farmington, Utah* (Farmington City 1993).
- *Farmington City Master Transportation Plan* (Farmington City 1998).

There have been some new plans and updates to certain other plans since publication of the Final EIS, as described below.

Transportation Advisory Board Salt Lake City Transportation Action Plan Update

The *Transportation Advisory Board Salt Lake City Transportation Action Plan* (transportation action plan) (Salt Lake City 2000) is designed to appropriately direct Salt Lake City's transportation future. It is

based on the guiding principles and direction statements adopted in the 1996 *Salt Lake City Transportation Master Plan*. The transportation action plan was prepared to report on the progress of the master plan. The transportation action plan specifically states the following regional planning guidelines.

- Salt Lake City will actively participate in the WFRC Inter-regional Corridor Alternatives Analysis.
- Salt Lake City will work with other local jurisdictions and WFRC on regional efforts to include bicycle trails in land use plans.
- Salt Lake City will participate in Envision Utah regional land use planning studies.
- Salt Lake City will work with UDOT to resolve transportation issues.
- Salt Lake City's Transportation Division will work with regional transportation agencies to explore and develop regional rail service.

North Salt Lake Land Use Development and Management Act

The North Salt Lake Land Use Development and Management Act outlines zoning regulations for various land use designations in North Salt Lake (City of North Salt Lake 2001). These zoned boundaries will be determined by general development plans adopted by the City of North Salt Lake at a later time.

Woods Cross City General Plan

The *Woods Cross City General Plan* offers specific recommendations for land use and transportation improvements in Woods Cross and discusses Legacy Parkway, as summarized below (Woods Cross City 2003).

- The construction of Legacy Parkway or an equivalent highway would help to decrease traffic volumes on I-15 and lessen the spillover impact in Woods Cross.
- Woods Cross City has proposed to work with the City of West Bountiful to jointly plan and develop the 500 South/Legacy Parkway interchange area. As disclosed in the Final EIS, this is one of the areas in which land uses are anticipated to change in response to the project. The plan proposes to create a mixed-use development zone on land adjacent to the proposed Alternative E alignment at the 500 South interchange in which residential, commercial, recreational, entertainment, office, and transit-oriented development uses are supported. However, the city is proposing this development zone more in response to the transit element of the Shared Solution, which also includes I-15 widening and commuter rail development, than in response to the Legacy Parkway project itself. This development zone would be close to a proposed transit station and would likely be developed regardless of whether Legacy Parkway is constructed.
- Several residential developments along the Legacy Parkway corridor are planned, including Mountain View Estates and Valentine Estates. As described above in Section 4.1.2.1, *Current Land Use and Development Trends in the Study Area*, these two developments would abut the Alternative E alignment between 500 South and 2600 North. No interchange for Legacy Parkway is planned in this area.
- A 91-m (300-ft) minimum open buffer is planned on the east side of the Alternative E alignment. According to the city, this buffer zone is intended to moderate the direct impact of the highway on the

natural surroundings to the west and to act as a buffer between the proposed highway and residential and commercial development between the highway and Redwood Road (Woods Cross City 2003). The buffer, which would be located between approximately 1900 South and 500 South, and between 500 South and the city's northern border, is proposed in addition to the buffer area included as a component of the proposed Legacy Parkway build alternatives (see Chapter 3, *Alternatives*).

In addition, the City of Woods Cross is working with UTA to develop a commuter rail station at 800 West and 500 South in Woods Cross. UTA has not acquired any land for this station to date.

4.1.2.3 Regional Land Use Planning Studies

Envision Utah Quality Growth Strategy and Technical Review

Envision Utah is a partnership between public and private entities that was formed in 1997 to study and address the effects of long-term growth in the Greater Wasatch Front area.² It is sponsored by the Coalition for Utah's Future and includes representatives from state and local governments, business leaders, developers, conservationists, landowners, academicians, church groups, and independent citizens. Its goal is to create a publicly supported growth strategy that will preserve Utah's high quality of life, natural environment, and economic vitality (Envision Utah 1999).

Through the involvement of the public, local and state elected officials, businesses, civic organizations, religious communities, and other stakeholders, Envision Utah has gathered information about what Greater Wasatch Area residents value and how they think growth should be accommodated. Envision Utah has also sponsored the *Envision Utah Quality Growth Strategy and Technical Review* (January 2000). Based on this information, Envision Utah has identified the following six primary goals that need to be addressed in the Greater Wasatch Area if these communities are to protect the environment and maintain their economic vitality.

1. Enhance air quality.
2. Increase mobility and transportation choices.
3. Preserve critical lands, including agricultural, sensitive, and strategic open lands and address the interaction between these lands and developed areas.
4. Conserve and maintain the availability of water resources.
5. Provide housing opportunities for a range of family and income types.
6. Maximize efficiency in public and infrastructure investments to promote the other goals.

The following transportation goals are associated with the second primary goal (Increase mobility and transportation choices).

- Advocate an increase in the capacity of east-west transportation links, recognizing that some communities may have a greater need for additional north-south arterial capacity. Improve traffic

² The Greater Wasatch Front area, as defined by Envision Utah, extends from Brigham City on the north to Nephi on the south.

flow and provide better access. Work with UDOT and local governments to identify the corridors of greatest need.

- Promote the building of a region-wide transit system to make transit more convenient and reliable. Work with UTA, UDOT, railroad companies, and local governments to find ways to identify and purchase right-of-way in the near term for future transit.
- Foster transit-oriented development.
- Foster and promote walkable community development where feasible.
- Promote the creation of a network of bikeways and trails, especially commuter trails linking daytime destinations.
- Encourage the addition of carpool lanes and promote incentives for use.
- Encourage reversible lanes where feasible to reduce peak-hour congestion and take advantage of unused road capacity.

In October 2000, Envision Utah released the *Urban Planning Tools for Quality Growth* report. Changes and updates specific to Centerville include joint funding, by Envision Utah and the Quality Growth Commission,³ of local quality growth demonstration projects, including a proposed mixed-use development that integrates affordable housing, open space, and compact, high-density development. There has been no change to the sections with regard to Woods Cross, West Bountiful, and North Salt Lake.

In 2002, Envision Utah also released the *Wasatch Front Transit-Oriented Development Guidelines* (Envision Utah 2002), which provide a framework for understanding, designing, and implementing transit-oriented development in the greater Wasatch Front Region. These guidelines generally are designed to serve as a tool for implementing a region-wide transportation and land use opportunities strategy.

Envision Utah supports adoption of the Shared Solution, and in particular, the transit component of the Shared Solution.

Inter-Regional Corridor Alternatives Analysis

The Inter-Regional Corridor Alternatives Analysis (IRCAA) (Carter Burgess 2002) was initiated as a collaborative effort in October 1999 by four sponsor agencies: WFRC, Mountainland Association of Governments (MAG), UTA, and UDOT. The analysis was conducted to develop a comprehensive plan for the best mix of transportation solutions to meet long-term (30-year) inter-regional mobility needs.

³The Quality Growth Commission was established by the Utah Quality Growth Act of 1999. The commission has 13 members, each appointed by the governor and confirmed by the state senate. Membership is required to consist of two state representatives, six elected officials from local government, one representative from the construction industry, one representative from the real estate industry, two representatives from the farming community, and one at-large individual. The commission's purpose is to develop balances between quality of life and economic development with respect to growth issues.

IRCAA Study Area

The IRCAA study area covers a 120-mile corridor between the communities of Brigham City on the north and Payson on the south, encompassing most of the urbanized areas in Utah, as well as the primary commercial, business, and education institutions. The corridor is linear and relatively narrow, located between the Wasatch Range on the east and Great Salt Lake, Utah Lake, and the Qquirrh Mountains on the west. More than 50 cities and towns in the counties of Box Elder, Weber, Davis, Salt Lake, and Utah are part of the study area.

Locally Preferred Alternative

The IRCAA identified a Locally Preferred Alternative (LPA) that included commuter rail, roadway improvements (including the proposed Legacy Parkway), new interchanges, HOV lanes, and bus rapid transit as necessary transportation improvements. The IRCAA determined that commuter rail should operate between Brigham City and Payson, using either locomotive-hauled coaches or self-propelled diesel multiple units (DMU). The analysis recommended that trains operate in the UPRR corridor from Ogden to Salt Lake City, and in the D&RG corridor from Salt Lake City to Provo.

As a result of the IRCAA, UTA had acquired 282 km (175 mi) of railroad corridor between Payson and Brigham City as of 2002, as well as a rail maintenance facility adjacent to Beck Street in North Salt Lake (Utah Transit Authority 2003). These facilities will be components of the future rail system.

The Davis County Shorelands Comprehensive Land Use Plan

The *Davis County Shorelands Comprehensive Land Use Plan* is a plan for conserving and preserving the land along Great Salt Lake (Davis County Council of Governments 2001). It presents a balanced approach to managing land use while preserving Great Salt Lake Shorelands,⁴ a regionally important resource. The Davis County Shorelands Steering Committee, created by the Davis County Council of Governments, implemented an inclusive and informed public input process that included input from landowners, residents, city and county officials, developers, conservationists, and other concerned citizens. The plan addressed the following local issues:

- **North Salt Lake.** The lands west of the proposed Legacy Parkway will be preserved as a Legacy Nature Preserve as part of the mitigation required to construct Legacy Parkway.
- **Woods Cross.** Although a small portion of the land at the proposed Legacy Parkway/500 South interchange will be developable, the land west of the highway corridor will not be developed. Duck clubs currently use most of this land; due to the sensitivity of the land, this is unlikely to change.
- **West Bountiful.** There will be no development west of the Alternative E alignment with the exception of an access road to a treatment plant and the Bountiful City Landfill.
- **Centerville.** Centerville City plans a future development between the Alternative E alignment and the Denver & Rio Grande rail corridor to the west. Wetland mitigation will likely be necessary in this area due to the nature of the site. Centerville's Master Plan explains that the southern part of the site will be mitigation land for developing the northernmost part of the site.

⁴ The Davis County Shorelands Plan considers shorelands those lands located west of the proposed Legacy Parkway corridor (Davis County 2001).

- **Farmington.** Because a lot of land is available for development near the Federal Emergency Management Agency (FEMA) Flood Line, Farmington City has approved a new conservation plan that will preserve open space and farmland.

Although the Davis County Shorelands Plan was finalized after publication of the Final EIS, the concepts presented in the plan were generally captured in the Final EIS. Specifically, during development of the Final EIS, local jurisdictions in the study area stated that Legacy Parkway would represent a western boundary for future growth, primarily due to the lack of available access on the western side of the proposed highway. See Section 4.1.1 of the Final EIS for a more detailed explanation of this discussion.

Utah Transit Authority Weber County to Salt Lake City Commuter Rail Project

As described in Chapter 1, *Purpose of and Need for Action*, one component of the Shared Solution is commuter rail, the northern portion of which will run between Weber County and Salt Lake City. The corridor for this portion of the proposed commuter rail line will extend 71 km (44 mi) within the existing UPRR corridor in Salt Lake, Davis, and Weber Counties, and will include nine commuter rail stations (Federal Transit Administration and Utah Transit Authority 2005). As disclosed in the final EIS for the commuter rail project, the construction of the rail segment between Salt Lake City and Weber County will be consistent with local plans and policies, support transit-supportive land use development policies, and result in higher development densities and direct pedestrian access around the commuter rail line. The proposed commuter rail line will also result in the conversion of current land uses to transportation use in and around proposed stations (Federal Transit Administration and Utah Transit Authority 2005).

4.1.3 Environmental Consequences and Mitigation Measures

4.1.3.1 Impacts on Cities and Counties

No-Build Alternative

Following is a discussion of the No-Build Alternative, both under existing conditions (2004) and future conditions (2020). Under both of these scenarios, land use development in the study area would continue as described in Section 4.1.2.2, *Local Land Use Plans*. However, several of the local land use plans that incorporate the Alternative E alignment would have to be changed if one of the build alternatives is not selected, as described in Section 4.1.3.2, *Consistency with Plans and Policies*.

Existing Conditions and Future Conditions (2020)

As described in the Final EIS and verified by local planners during preparation of the Draft Supplemental EIS, land uses would continue to change from a rural character (a combination of farmland, open space, industrial, commercial, low-density residential, and wetlands) to more of an urbanized, developed land use under the No-Build Alternative. Since neither the proposed Legacy Parkway nor the I-15 improvements would be constructed, local jurisdictions would be required to resolve growth and traffic problems, through individual or collective actions, over the course of the next 15 years.

Based on the number of Davis County building permits issued since 1999, approximately 280 ha (700 ac) of undeveloped land, much of which is farmland, are being developed per year in Davis County (Sommerkorn pers. comm.[b]) (see Section 4.1.2.1, *Current Land Use and Development Trends in the Study Area*, and Table 4.1-2). This planned development will likely continue. In addition, wetlands that

would otherwise be preserved in the Legacy Nature Preserve would be available for permitted development.

For the City of North Salt Lake, current land use and zoning will continue in the study area under the No-Build Alternative. Community planners believe that, without Legacy Parkway, it would take longer for two undeveloped parcels of land in North Salt Lake to develop, although both would likely be developed by 2020 (Wood pers. comm.[a]). The first parcel of land (18 ha [45 ac]) is located northwest of I-215 and Redwood Road and south of Center Street. The second parcel of land (about 8 ha [20 ac]) is located directly south of I-215 and west of Redwood Road. Both of these properties are currently zoned as commercial land use and would remain as such under the No-Build Alternative.

Growth in Woods Cross under the No-Build Alternative would continue according to current trends. According to community planners, Legacy Parkway would provide a boundary for the city's westward development (HDR Engineering 2003). If Legacy Parkway is not built, the city will need to reexamine the western edge of the city and determine where the western city boundary should be located (Woods Cross City 2003). The city planners believe that without the proposed highway, development will continue to the west, and that if Legacy Parkway is not built, the *Woods Cross City General Plan* will need to be updated to address this growth issue.

Based on meetings with City of West Bountiful land use planners, under the No-Build Alternative, development of residential lots of between 0.4 ha (1 ac) and 2 ha (5 ac) would continue as planned north of 500 South (HDR Engineering 2003).

In Centerville, the current land use in the study area is zoned as business park. If Legacy Parkway is not built, the land will remain under the same zoning designation. Similarly for Farmington, land uses will be the same with or without Legacy Parkway. However, improvements to Park (formerly Burke) Lane to provide access to western portions of the city would have occurred, even if plans for the proposed highway had not been put forward.

Build Alternatives

As describe above, local community planners and city administrators in Davis County continue to state that, in general, current development patterns would not substantially change if Legacy Parkway is built, but several local changes could occur. Types of land use near the two interchanges may change from residential to commercial, and the overall pace of development in the corridor might slightly accelerate as a result of constructing any proposed Legacy Parkway build alternative (HDR Engineering 2003). However, the rate of growth to the west, as indicated in several of the revised land use plans of these communities, and the types of development that would occur around the Legacy Parkway interchanges, would not likely be different from what would occur without the proposed highway. Since publication of the Final EIS, several of the cities in the study area have made changes to land use zoning and plans in anticipation of the eventual construction of Legacy Parkway and the Legacy Nature Preserve. Specific changes made by each city are discussed in the following paragraphs.

Overall, the right-of-way width of Legacy Parkway identified in the Final EIS has changed from 100 m (328 ft) to 95 m (312 ft) due to design changes that decreased the width of the center median of the roadway (see Chapter 3, *Alternatives*). As a result, 2.4 m (8 ft) on either side of the roadway may become available for other uses, depending on specific circumstances. It is doubtful, however, that the addition of a 2.4-m (8-ft) parcel of land would result in significant changes to the possible land uses of property adjoining Legacy Parkway.

North Salt Lake

Since publication of the Final EIS, the City of North Salt Lake has made several changes in its land use designations west of Redwood Road between Center Street and 2600 South. Previously, the city's general land use plan identified land use west of Redwood Road as manufacturing-distribution. Since then, the city has stated that it will revise its general plan to rezone approximately 312 ha (772 ac)⁵ west of the Alternative E alignment as natural open space, if the proposed action is implemented (Wood pers. comm.[b]). This area has already been purchased by UDOT as part of the proposed Legacy Nature Preserve, and would be rezoned to be consistent with the purpose of the preserve.

In the area east of the Alternative E alignment and west of Redwood Road, between Center Street and 2600 South, the City of North Salt Lake rezoned 231 ha (570 ac) of manufacturing-distribution to commercial/general (Wood pers. comm.[b]). Private developers approached the city in late 2001 to rezone 110 ha (272 ac) of the 231 ha (570 ac)⁶ to residential and commercial, 97 ha (240 ac) to residential, and 12.9 ha (32 ac) to commercial (Wood pers. comm.[b]). This land is being used to construct the Foxboro residential development, which is described above in Section 4.1.2.1, *Current Land Use and Development Trends in the Study Area*. The Foxboro development includes provisions for connecting recreational facilities in the development to the Legacy Parkway Trail associated with the build alternatives (see Section 4.7, *Pedestrian and Bicyclist Considerations*). Of note, under Alternative A, 53 of the platted lots⁷ associated with the Foxboro Development would be displaced, and 36 of the platted lots in the Foxboro Development would be displaced under Alternative B. The Foxboro Development would not be affected by Alternative C or E.

In addition to the above land use changes, two existing undeveloped parcels of land in North Salt Lake, an 18.2-ha [45-ac] parcel located northwest of I-215 and Redwood Road, south of Center Street, and an 8.1-ha (20-ac) parcel located directly south of I-215, west of Redwood Road, would likely develop more rapidly with exposure and visibility from the proposed Legacy Parkway build alternatives (Wood pers. comm.[b]). North Salt Lake has refocused its land use management within this area of the community because of the proposed Legacy Parkway (Wood pers. comm.[b]).

The City of North Salt Lake reiterated that Legacy Parkway would act as a natural barrier, preventing development west and protecting the city from urban growth (Wood pers. comm.[b]). The city prefers that areas west of the proposed Legacy Parkway, which have flat terrain subject to drainage concerns, a lack of infrastructure, and sensitive environmental conditions, continue to be a part of the Legacy Nature Preserve (Wood pers. comm.[b]).

Woods Cross

The 1990 version of the *Woods Cross City General Plan*, which was completed before Legacy Parkway was proposed, designated approximately 752.7 ha (1,860 ac) of land west of Redwood Road (1800 West) as high-density industrial and commercial use (Stephens pers. comm.). In 2003, the *Woods Cross City General Plan* was updated to reflect changes in land use designations that would result from implementation of the proposed Legacy Parkway. The city, planning that Legacy Parkway—specifically the Alternative E alignment—would be built, rezoned the undeveloped land west of Redwood Road for a combination of commercial, residential, and open-space uses (Stephens pers. comm.). The following represent some of the notable land use designation changes:

⁵ HDR Engineering, Inc. used GIS and 2003 aerial photography to determine approximate acres in area described by Rod Wood, North Salt Lake.

⁶ Acres provided by Rod Wood, North Salt Lake.

⁷ A *platted lot* is an individual lot within a subdivided parcel legally dedicated for development.

- 52.6 ha (130 ac) of land on the eastern edge of the Alternative E alignment adjacent to 500 South are planned for high-density urban commercial use.
- 62.7 ha (155 ac) of land on the west side of the Alternative E alignment, near 500 South, are now zoned for commercial and office use. This area is referred to as the Land's End Neighborhood.
- 77.3 ha (191 ac) of land are planned for parks and recreation, including a 9.44-m (300-ft) open-space buffer zone on the east side of the Alternative E alignment (Woods Cross City 2003). As described above, the buffer zone was planned by the city to moderate the direct impact of the proposed highway on the natural surroundings to the west and on the residential and commercial development between the proposed highway and Redwood Road. This buffer is in addition to the buffer proposed as a component of the build alternatives.
- 60.7 ha (150 ac) of land are designated for construction of Mountain View Estates and Valentine Estates, which are envisioned as planned-unit developments. Both developments are located between 500 South and 2600 South and would abut the Alternative E alignment. None of the build alternatives would affect any of the platted lots associated with these developments.
- 43.3 ha (107 ac) of land located east of the Alternative E alignment, along 2600 South, are zoned for future business park development.

Woods Cross City will continue to restrict development in the areas west of the proposed highway because of sensitive environmental conditions. The updated *Woods Cross City General Plan* also reflects connections between the proposed Legacy Parkway Trail and the trail system in the city (see Section 4.9, *Pedestrian and Bicyclist Considerations*) (Woods Cross City 2003).

West Bountiful

Before Legacy Parkway was proposed, the *West Bountiful General Plan* included residential lots of between 0.4 ha (1 ac) and 2 ha (5 ac) north of 500 South. After Legacy Parkway was proposed, the city reduced the size of the planned lots to between 0.2 ha (0.5 ac) and 0.4 ha (1 ac), and the city has subsequently indicated that the reduced residential lot size would be maintained even if Legacy Parkway is not constructed (Scarborough pers. comm.). This land use change is in response to the potential for transit-oriented development afforded by the North Corridor roadway projects, including the proposed Legacy Parkway, and the mixture of proposed future commercial and residential land uses. The City of West Bountiful supports limiting development near the shoreline of Great Salt Lake to protect sensitive environmental conditions (HDR Engineering 2003). Community planners have stated that the proposed Legacy Parkway build alternatives would act as a barrier to this development. In addition, with West Bountiful's future bicycle and pedestrian trail system, the city proposes to purchase surplus properties east of the Alternative E alignment, develop them as small neighborhood parks, and tie them into the Legacy Parkway Trail system. Specifically, the *West Bountiful General Plan* includes connections between the proposed Legacy Parkway Trail and existing equestrian centers and the city's planned trail system (see Section 4.7, *Pedestrian and Bicyclist Considerations*) (City of West Bountiful 1997a).

As described above in Section 4.1.2.1, *Current Land Use and Development Trends in the Study Area*, construction has begun on two new residential subdivisions in West Bountiful—Birnam Woods and Olsen Farms—since publication of the draft Supplemental EIS. Under Alternative A, one platted lot in Olsen Farms and 13 platted lots in Birnam Woods would be displaced. None of the other build alternatives would affect any of the platted lots associated with these developments.

Centerville

Centerville City's master plan continues to project the development of all land north of the current Centerville Business Park to Lund Lane; this area encompasses about 125.4 ha (310 ac)⁸ of land zoned as high-density industrial (Jensen pers. comm.). Under Alternatives A and E, all of this undeveloped land would be directly affected; 26.3 ha (65 ac) of the 125.4 ha (310 ac) would be used for right-of-way and the remaining 99.1 ha (245 ac) would be isolated from the rest of the city (Jensen pers. comm.).

According to community planners, the city anticipates continuing its business park development northwest to the old D&RG railroad alignment (Jensen pers. comm.). However, in December 2003, because of the proposed Legacy Parkway, the city rezoned this area from high-density industrial to medium-density industrial (Jensen pers. comm.). This rezoning affects the types of development that would occur in this area if Legacy Parkway were built.

Alternatives B and C would be located farther west. This eventuality would provide more land for the city to pursue future industrial development and continue current business park development (Jensen pers. comm.).

Centerville City's *Trail Master Plan*, which is part of the city's general plan (Centerville City 1996), reflects the proposed Legacy Parkway Trail as part of the city's trail system (see Section 4.7, *Pedestrian and Bicyclist Considerations*).

Farmington

In Farmington, Alternatives A, C, and E parallel the I-15 alignment and terminate at the I-15/US-89 interchange. The area surrounding Park (formerly Burke) Lane is zoned for mixed-use development. The city believes that the proposed Legacy Parkway build alternatives would cause this area to develop more quickly than it would without the proposed highway (HDR Engineering 2003).

Because the amount of right-of-way needed for Alternative B is greater than that needed for the other build alternatives, Alternative B would have a greater impact on existing land uses in Farmington. Currently, Alternative B would affect the newly opened Farmington Eagle Bay Elementary School in Farmington Ranches, described in Section 4.1.2.1, *Current Land Use and Development Trends in the Study Area*, above.

The *Farmington Master Trails Map* (Farmington City 2003) reflects the proposed location of the Legacy Parkway Trail (see Section 4.7, *Pedestrian and Bicyclist Considerations*).

Platted lots associated with Farmington Ranches and Miller Meadows (see Section 4.1.2.1, *Current Land Use and Development Trends in the Study Area*) would not be affected under any of the build alternatives.

4.1.3.2 Consistency with Plans and Policies

No-Build Alternatives

Existing Conditions (2004) and Future Conditions (2020)

Since publication of the 2000 Final EIS, there has been no change to this section.

⁸ HDR Engineering, Inc. used GIS and 2003 aerial photography to determine approximate acres in area described by Aric Jensen, City of Centerville.

Build Alternatives

Construction of any proposed build alternative would include an interchange at 500 South. The *Woods Cross City General Plan* proposes to create a mixed-use development zone adjacent to the Legacy Parkway/500 South interchange in which residential, commercial, recreational, entertainment, office, and other transit-oriented development uses will be supported. Therefore, Legacy Parkway and the other components of the North Corridor Shared Solution (I-15 improvements and commuter rail) are consistent with the city's updated general plan.

All proposed build alternatives would be consistent with *Davis County Shorelands Comprehensive Land Use Master Plan* because the Legacy Nature Preserve associated with each alternative would ensure that a large part of the area designated by the county for protection would be acquired as a preserve, thus removing the threat of future development in those sensitive habitat areas.

Development that occurs in the study area under the proposed build alternatives would be consistent with local land use plans governing future growth, including the following plans.

- *General Plan, City of North Salt Lake.*
- *Woods Cross City General Plan.*
- *West Bountiful City Master Plan.*
- *General Plan for Centerville City.*
- *Comprehensive General Plan, Farmington, Utah.*

4.1.3.3 Indirect Growth Impacts within and beyond the North Corridor

The following potential indirect effects of the proposed Legacy Parkway related to population growth and land development were disclosed in the Final EIS.

- Changes in land use around the proposed interchanges.
- Acceleration of planned residential development in the corridor.
- Shifts in the location of development from west of the proposed Legacy Parkway alignment to other portions of the region, most of it likely occurring in the study area, and with more lands designated for open space and habitat preservation on the west side of the highway.

The issue of induced growth resulting from the proposed action in the south Weber County/Ogden area is of interest as both a regional land use and a regional economic issue.⁹ Planning officials in the study area interviewed after publication of the Final EIS stated that the proposed action, when combined with other North Corridor improvements (i.e., other components of the Shared Solution), could *accelerate* the pace

⁹ As stated in Footnote 1, under Section 4.1.1, *Approach and Methodology*, growth impacts south of the study area (e.g., in Salt Lake County) were not evaluated because much of the land use south of the study area is currently developed, or planned for development. As a result, it was concluded that areas south of the study area would experience full build-out, with or without construction of the proposed action.

of planned growth in the study area (HDR Engineering 2003). Although it appears that the proposed action would not substantially affect the land use plans of the Davis County jurisdictions (see Section 4.1.3.1 above), the impacts on unincorporated Weber County and the City of Ogden are more difficult to quantify. To evaluate these potential impacts, the project team examined whether the Legacy Parkway build alternatives and the cumulative impacts of the North Corridor transportation improvements would accelerate growth to a northern boundary that included southern Weber County, up to and including Ogden. The WFRC travel demand model, (version 3.2), which was used to project operating conditions in 2020 under the No-Build Alternative (see Chapter 3, *Alternatives*), indicates that these improvements would increase traffic on I-15 in southern Weber County, near Ogden. However, travel demand models provide little insight regarding induced growth in land use, specifically residential land use in the areas between Salt Lake City and Ogden, making it difficult to determine if these increased volumes would be attributable to induced growth in the corridor, or would simply reflect the different transportation choices available to motorists. Modeling for land use (e.g., using the UrbanSim model) is still under consideration and evaluation by WFRC, and was consequently not available for use for this Supplemental EIS.

A recent study entitled *Highways and Sprawl in North Carolina* (Hartgen 2003) concluded that although development often follows major road investment, major road investment follows growth with equal frequency. The study concluded that many factors outside of highways and roads can affect growth, including the region's economic health, prior growth and available land, site suitability, zoning, sewer and water provisions, other utilities, income, tax rates, crime, schools, housing policies, and race and other demographics.

Although it is possible that increases in highway capacity (and corresponding reductions in travel time) between Salt Lake City and the Farmington area could spur additional residential development in Ogden or other parts of Weber County beyond what will occur without the project, it is unlikely. There is still a significant distance to travel between Farmington and south Weber County or Ogden. As discussed in Section 4.1.4 of the Final EIS, families choose where to live based on a range of economic, demographic, and aesthetic factors. The proposed Legacy Parkway would not likely change any of these factors families use to choose where to live. Discussions with planners from Weber County (Gentry pers. comm.) and Ogden (Montgomery pers. comm.) confirm this fact. The addition of commuter rail to the area, however, could result in higher development densities and direct pedestrian access in and around the commuter rail line and associated stations (Federal Transit Administration and Utah Transit Authority 2005).

Under the proposed build alternatives, approximately 324 ha (800 ac) of developable land in North Salt Lake, Centerville, Farmington, Woods Cross, Bountiful, and West Bountiful would be set aside within the Legacy Parkway right-of-way and the proposed Legacy Nature Preserve. Planners from the cities with jurisdiction over this land have stated that, under the No-Build Alternative, this land would be available for development and would be developed in a manner similar to adjacent areas and/or consistent with current zoning designations (HDR Engineering 2004a, 2004b, 2005a).

These planners also stated that if none of the proposed build alternatives is implemented, development of those 324 ha (800 ac) will increase rather than dilute the total development levels in their communities. Because the official 2020 regional economic projections do not include the additional 324 ha (800 ac) of development, developing an additional 324 ha (800 ac) in the North Corridor would likely displace development that would otherwise occur elsewhere in the region. The following sections discuss the transportation impacts of relocating up to 324 ha (800 ac) of 2020 growth from the Legacy Parkway right-of-way and preserve to north Davis and Weber Counties, Ogden, and other parts of the region. See Appendix B (Section B5.1) for further discussion of possible land use shifts under the No-Build Alternative.

Weber County

According to conversations with Weber County community planners (Gentry pers. comm.), growth and land use patterns in the unincorporated areas of Weber County would not change substantially with the proposed Legacy Parkway build alternatives. As indicated by Jim Gentry of the Weber County Planning Commission (Gentry pers. comm.):

There seems to be very little area that has not been filled in between Salt Lake and Weber Counties. Over the last several years, the development of housing north of Salt Lake City has not been because of urban growth; instead the growth appears to be more a result of expansion of communities and jobs in the Weber County area. With Great Salt Lake on the west and the Wasatch Range on the east, urban growth in Ogden will continue to expand northward as the population grows, regardless of whether or not any of the North Corridor projects are completed.

Weber County planners believe that the population along the Wasatch Front will migrate towards Weber County as building sites to the east and south become scarcer and as housing costs in Salt Lake City rise, regardless of whether the proposed action is built. As noted by Jim Gentry, development in the county will be somewhat limited until wastewater and other infrastructure improvements in unincorporated Weber County are further developed (Gentry pers. comm.). As described above, addition of commuter rail could result in shifts in development densities around the commuter rail line and associated stations (Federal Transit Administration and Utah Transit Authority 2005).

Table 4.1-3 below, which updates, in part, Table 3-3 in the Final EIS, illustrates that the population, number of households, and employment in Weber County are projected to increase at an annual rate of 2.0 percent, 2.2 percent, and 2.4 percent, respectively, through 2020. This outcome represents an increase over similar projections in the Final EIS, which projected an annual growth rate of 2.0 percent for all of these measurements (Wasatch Front Regional Council 1997). It should be noted that these projections do not necessarily take into consideration transportation improvements in the north corridor (e.g., Legacy Parkway) but are, instead, based on current growth trends.

Table 4.1-3 Projected Annual Increases in Population, Households, and Employment in Salt Lake, Davis, and Weber Counties, 2002 to 2020

	Population			Households			Employment		
	2002	2020	% Annual Increase	2002	2020	% Annual Increase	2002	2020	% Annual Increase
Salt Lake County	923,900	1,283,784	1.84	306,767	458,900	2.26	521,930	733,665	1.91
Davis County	250,000	347,412	1.84	75,923	119,094	2.53	89,427	124,346	1.85
Weber County	199,825	286,919	2.03	67,032	99,700	2.23	84,100	128,904	2.40
Total	1,373,725	1,918,115	1.87	449,722	677,694	2.30	695,457	986,915	1.96

Source: Wasatch Front Regional Council 2003b.

Ogden

Between 1990 and 2000, Weber County's population grew at a rate of nearly 2.2 percent per year, with Ogden comprising the majority of this growth (U.S. Census Bureau 1990, 2000). The city is currently dealing with a variety of growth concerns, including the possibility that "big box" retailers will establish outlets outside its boundaries and pull businesses away from downtown Ogden. Ogden is considered a regional commerce center with little room left for in-fill. WFRC population estimates project Ogden to grow at a rate of 1.1 percent per year between 2003 and 2020, a decrease over historical growth caused by the lack of area available for expansion within the city limits (Wasatch Front Regional Council 2003b).

Residential growth is already occurring in the western parts of Weber County due to local social and economic factors, irrespective of growth pressures from Davis and Salt Lake Counties. The proposed Legacy Parkway (and its contribution to the Shared Solution) could increase the desirability of the Ogden area and southern Weber County to families or individuals working in Davis County and Salt Lake City, although this is unlikely (Gentry pers. comm.; Montgomery pers. comm.). In fact, Ogden is expected to grow to full build-out, with or without implementation of the proposed Legacy Parkway.